

Climate Change Legislation in the 113th Congress

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Summary

In the 113th Congress, Members have introduced multiple bills that include provisions that would directly or indirectly address climate change-related issues. In some cases, it is difficult to distinguish between direct and indirect climate change bills, because a specific bill or action may seek to achieve multiple objectives. The bills listed in this report include provisions that *directly* address climate change, as opposed to those that primarily address other issues (e.g., energy efficiency) but could have ancillary impacts on climate.

Observations about the climate change-related proposals in the 113th Congress include the following:

- a large number of the identified bills include provisions to encourage or require climate change adaptation activities;
- a considerable number of proposals include provisions to prohibit federal agencies, particularly the Environmental Protection Agency (EPA), from taking action to require greenhouse gas (GHG) emission reductions; and
- as of the date of this report, one bill (S. 332) would attach a price to GHG emissions.

As of the date of this report, the President has signed one bill into law (P.L. 113-79) that includes climate change-related provisions. Among other provisions, this act (often referred to as the “Farm Bill”) reauthorizes the Office of International Forestry through FY2018 and directs the Secretary of Agriculture to revise the strategic plan for forestry inventory to include information on renewable biomass supplies and carbon stocks.

In addition, the House has passed three bills:

- H.R. 367 (passed on August 2, 2013) would require any rule that implements or provides for the imposition or collection of a carbon tax to be submitted to Congress for an affirmative vote and presentment to the President before the regulation could take effect;
- H.R. 2641 (passed on March 6, 2014) would prohibit a lead agency from using the social cost of carbon in an environmental review or decision-making process; and
- H.R. 3826 (passed on March 6, 2014) would prohibit EPA from issuing a rule that would establish GHG performance standards at electric generators unless specific conditions are met.

Contents

Introduction 1

Tables

Table 1. Major Focus Areas of Climate Change Provisions in Bills from the 113th Congress 2

Table 2. Key Climate Change Provisions in Legislation from the 113th Congress..... 5

Table 3. Comparison of Selected Market-Based, Carbon Price Programs 16

Contacts

Author Information..... 20

Introduction

In the 113th Congress, Members have introduced multiple bills that include provisions that would directly or indirectly address climate change. This report describes and compares the bills and provisions that *directly* address climate change, as opposed to those that primarily address other issues (e.g., energy efficiency)¹ but could have ancillary impacts on climate.² In some cases, it is difficult to distinguish between direct and indirect climate change bills, because a specific bill or action may seek to achieve multiple objectives.

This report focuses on legislative actions—including comprehensive bills with individual climate change titles, sections, or provisions—that explicitly address climate change issues. The provisions in these bills fall into six general categories:

1. carbon price (i.e., tax or fee) on greenhouse (GHG) emissions;
2. other mechanisms intended to encourage mitigation of GHG emissions (e.g., sequestration of emissions);
3. research on climate change-related issues;
4. adaptation activities related to expected climate change impacts;
5. support for international climate change-related activities; and
6. action that limits or prohibits climate change-related authorities, efforts, or considerations.

Table 1 lists the proposals in the 113th Congress by these six broad categories. These categories are not mutually exclusive, and several bills address more than one of the above categories. Other reviews of the same legislation may identify a different list of bills with different categorization.

Table 2 provides a brief summary about each bill, including the primary sponsor, short title, major actions, and key climate change-related provisions.

As of the date of this report, one bill—S. 332 (Sanders)—would attach a price to GHG emissions.³ **Table 3** compares that carbon price proposal with selected state and international programs. In addition, Representative Waxman and Senator Whitehouse offered a carbon tax “discussion draft” on March 12, 2013.⁴

¹ For more information on energy policy, including energy efficiency legislation, see CRS Report R42756, *Energy Policy: 113th Congress Issues*, by Carl E. Behrens.

² Congressional resolutions that address climate change-related issues are likewise not included in this report.

³ In the 112th Congress, Members offered two pricing carbon proposals (H.R. 3242 and H.R. 6338); for earlier Congresses, see CRS Report RL34067, *Climate Change Legislation in the 110th Congress*, by Jonathan L. Ramseur and Brent D. Yacobucci; CRS Report R40556, *Market-Based Greenhouse Gas Control: Selected Proposals in the 111th Congress*, by Larry Parker, Brent D. Yacobucci, and Jonathan L. Ramseur.

⁴ The text of this “discussion draft” is available at <http://www.whitehouse.senate.gov/download/?id=17727510-aaba-44c5-821c-ca3499bfd999>.

Table I. Major Focus Areas of Climate Change Provisions in Bills from the 113th Congress

Does not include resolutions or amendments

Bill Number	Carbon Price	Other Mitigation	Research	Adaptation— Planning	International Activities	Prohibit or Limit Climate Change Activities or Considerations
House Proposals						
H.R. 70				x		
H.R. 71			x			
H.R. 367						x
H.R. 400		x			x	
H.R. 518				x		
H.R. 547						
H.R. 570		x				
H.R. 621						x
H.R. 662					x	
H.R. 764				x		
H.R. 974		x				
H.R. 1137				x		
H.R. 1138		x				
H.R. 1187				x		
H.R. 1348			x	x		
H.R. 1351				x		
H.R. 1486						x
H.R. 1582						x
H.R. 1793			x	x	x	

Bill Number	Carbon Price	Other Mitigation	Research	Adaptation— Planning	International Activities	Prohibit or Limit Climate Change Activities or Considerations
H.R. 1807		x				
H.R. 1834				x		x
H.R. 1881						x
H.R. 1890		x		x		
H.R. 1943			x			
H.R. 1947					x	
H.R. 2023			x	x	x	
H.R. 2081						x
H.R. 2368			x	x		
H.R. 2498		x	x		x	
H.R. 2553		x				
H.R. 2601			x			
H.R. 2610						x
H.R. 2641						x
H.R. 2685			x			
H.R. 2855					x	x
H.R. 2863		x				
H.R. 2948			x			
H.R. 3033						x
H.R. 3042						x
H.R. 3140						x
H.R. 3702						x
H.R. 3727						x

Bill Number	Carbon Price	Other Mitigation	Research	Adaptation— Planning	International Activities	Prohibit or Limit Climate Change Activities or Considerations
H.R. 3826						x
H.R. 3895						x
H.R. 3963		x				
H.R. 4159			x			
Senate Proposals						
S. 10					x	
S. 17						x
S. 106			x			
S. 107						x
S. 163						x
S. 332	x					
S. 360				x		
S. 387		x				
S. 570		x				
S. 839				x		
S. 923		x		x		
S. 954		x	x		x	
S. 1202			x	x		
S. 1324						x
S. 1372				x	x	
S. 1508				x		
S. 1536						x

Bill Number	Carbon Price	Other Mitigation	Research	Adaptation— Planning	International Activities	Prohibit or Limit Climate Change Activities or Considerations
S. 1548		x			x	
S. 1746		x				
S. 1905						x

Source: Prepared by CRS.

Note: The “Other Mitigation” category includes provisions that would reduce or encourage the reduction of GHG emissions through non-market mechanisms.

Table 2. Key Climate Change Provisions in Legislation from the 113th Congress

Does not include resolutions or amendments

Bill Number	Sponsor	Short Title (if provided)	Major Actions	Key Provisions That Directly Address Climate Change
House Proposals				
H.R. 70	Lee	Deficit Reduction, Job Creation, and Energy Security Act	Introduced on January 3, 2013; referred to multiple committees.	Establishes a grant program to support coastal communities and natural resources; eligible funding activities include “mitigation, restoration, protection, and relocation of coastal communities threatened by the impacts of climate change”
H.R. 71	Bordallo	Coral Reef Conservation Act Reauthorization and Enhancement Amendments of 2013	Introduced on January 3, 2013; referred to the House Committee on Natural Resources	Amends coral reef conservation program (16 U.S.C. §6401) to include assessment of climate change-related impacts
H.R. 367	Young	Regulations From the Executive in Need of Scrutiny Act of 2013	Introduced on January 23, 2013; reported by House Committee on Judiciary on July 19, 2013 (H.Rept. 113-160); passed the House on August 2, 2013	Requires any “major rule” from a federal agency to be submitted to Congress for an affirmative vote and presentment to the President before the regulation could take effect; a major rule is defined to include, among other things, any rule that implements or provides for the imposition or collection of a carbon tax

H.R. 400	Matsui	Clean Energy Technology Manufacturing and Export Assistance Act of 2013	Introduced on January 23, 2013; referred to the House Committee on Foreign Affairs and Committee on Energy and Commerce	Directs the Secretary of Commerce to establish a Clean Energy Technology Manufacturing and Export Assistance Fund that will be administered through the International Trade Administration; the fund supports clean energy technology firms and exports of clean energy; clean energy is defined as energy that will contribute to a stabilization of atmospheric GHG concentrations
H.R. 518	Markey	Not provided	Introduced on February 5, 2013; referred to the House Committee on Natural Resources	Amends the Reclamation States Emergency Drought Relief Act of 1991 (43 U.S.C. §2223) to require drought contingency plans to consider climate change impacts and modify plans accordingly
H.R. 547	Grijalva	Border Security and Responsibility Act of 2013	Introduced on February 6, 2013; referred to multiple committees	Directs the Secretary of Homeland Security to implement a monitoring and mitigation plan to address the ecological and environmental impacts of border security infrastructure, measures, and activities; the plan must include measures that ensure species are able to adapt to climate change
H.R. 621	Poe	Ensuring Affordable Energy Act	Introduced on February 12, 2013; referred to the House Committee on Energy and Commerce	Prohibits Environmental Protection Agency (EPA) from using funds to implement or enforce a GHG emission cap-and-trade program or a regulatory program pursuant to the Clean Air Act that addresses GHG emissions from stationary sources
H.R. 662	Luetkemeyer	Not provided	Introduced on February 13, 2013; referred to the House Committee on Foreign Affairs	Prohibits the use of funding to federal agencies to make contributions on behalf of the United States to the Intergovernmental Panel on Climate Change or the United Nations Framework Convention on Climate Change
H.R. 764	Capps	Coastal State Climate Change Planning Act	Introduced on February 15, 2013; referred to the House Committee on Natural Resources	Amends the Coastal Zone Management Act (16 U.S.C. §1451 et seq.) to require the Secretary of Commerce to establish a coastal climate change adaptation planning and response program, which includes a grant program to help states develop adaptation plans
H.R. 974	Sires	MOVE Freight Act of 2013	Introduced on March 5, 2013; referred to the House Committee on Transportation and Infrastructure	Directs the Secretary of Transportation to establish a grant program to fund certain transportation projects; GHG emission reduction is a factor in project selection

H.R. 1137	Kind	Joint Ventures for Bird Habitat Conservation Act of 2013	Introduced on March 13, 2013; referred to the House Committee on Natural Resources	Authorizes the Secretary of the Interior to conduct a Joint Venture program for migratory birds; the program should consider the effects of climate change on migratory bird populations
H.R. 1138	Matsui	Small Business Clean Energy Financing Act of 2013	Introduced on March 13, 2013; referred to the House Committee on Small Business	Directs the Administrator of the Small Business Administration to establish a loan guarantee program for small businesses that manufacture clean energy; clean energy is defined as energy that will contribute to a stabilization of atmospheric GHG concentrations
H.R. 1187	Maloney	Northern Rockies Ecosystem Protection Act	Introduced on March 14, 2013; referred to the House Committee on Natural Resources	Establishes the Northern Rockies Habitat and Corridors Information System that, among other things, monitors shifts in species' habitats due to climate change
H.R. 1348	Grijalva	Great Bend of the Gila National Monument Establishment Act	Introduced on March 21, 2013; referred to the House Committee on Natural Resources	Establishes the Great Bend of the Gila National Monument; authorizes research on effects of climate change on monument resources to facilitate climate change adaptation
H.R. 1351	Grijalva	Public Lands Service Corps Act of 2013	Introduced on March 21, 2013; referred to multiple committees	Amends the Public Lands Corps Act of 1993 (16 U.S.C. §1721 et seq.) to modify the conservation projects program to include projects that “enhance adaptability and resilience of eligible service lands and resources to climate change”
H.R. 1486	Rahall	No Carbon Tax Act of 2013	Introduced on April 11, 2013; referred to the House Committee on Energy and Commerce and Committee on Ways and Means	Prohibits the Secretary of the Treasury and the Administrator of EPA from implementing a carbon tax, fee, or price on carbon dioxide emissions or the fuels that generate them
H.R. 1582	Cassidy	Energy Consumers Relief Act of 2013	Introduced on April 16, 2013; reported by the House Committee on Energy and Commerce on July 22, 2013 (H.Rept. 113-164)	Prohibits EPA from promulgating an energy-related rule that is estimated to cost more than \$1 billion if the Secretary of Energy determines the rule will cause significant adverse effects to the economy; prohibits EPA from using a social cost of carbon estimate in certain rulemakings
H.R. 1793	Connolly	Global Partnerships Act of 2013	Introduced on April 26, 2013; referred to multiple committees	Authorizes foreign assistance funding to be used to support climate change mitigation and adaptation; requires the United States Agency for International Development (USAID) to prepare Country Development Cooperation Strategies that must

				contain, among other elements, an assessment of a country's vulnerability to climate change; when providing funding for agricultural research, USAID should give priority to research that, among other factors, mitigates the impacts of climate change; requires that a Global Health Strategy address health-related challenges posed by climate change
H.R. 1807	Matsui	The Residential Energy and Economic Savings (TREES) Act	Introduced on April 26, 2013; referred to the House Committee on Energy and Commerce	Authorizes the Secretary of Energy to establish a grant program to assist retail power providers with a residential tree-planting program, with an expressed purpose of climate change mitigation
H.R. 1834	Grijalva	21 st Century Great Outdoors Commission Act	Introduced on May 6, 2013; referred to the House Committee on Natural Resources	Establishes a 21 st Century Great Outdoors Commission to assess various issues involving public resources, including climate change impacts
H.R. 1881	Bishop	Energy Production and Project Delivery Act of 2013	Introduced on May 8, 2013; referred to multiple committees	Amends the Endangered Species Act (16 U.S.C. §1539) to prohibit the consideration of the impacts of climate change on fish, wildlife, or plant species during the implementation of the act
H.R. 1890	Blumenauer	Balancing Food, Farm, and the Environment Act of 2013	Introduced on May 8, 2013; referred to the House Committee on Agriculture	Amends the Food Security Act of 1985 (16 U.S.C. §3839aa) by altering the stated purposes of the environmental quality incentives program to include support for climate change adaptation; establishes a regional conservation partnership program that, among other elements, encourages producers to employ practices/systems that mitigate climate change effects
H.R. 1943	Peters	Super Pollutant Emissions Reduction (SUPER) Act of 2013	Introduced May 9, 2013; referred to the House Committee on Energy and Commerce	Directs the President to create a Task Force on Super Pollutants to review existing activities and to develop best practices for the reduction of short-lived climate pollutants, such as methane and hydrofluorocarbons
H.R. 1947	Lucas	Federal Agriculture Reform and Risk Management Act of 2013	Introduced on May 13, 2013; reported by the House Committee on Agriculture on May 29, 2013 (H.Rept. 113-92, Part I); reported by the House Committee on Judiciary on June 10, 2013 (H.Rept. 113-92, Part II); House Committee on Agriculture filed a supplemental	Amends the Global Climate Change Prevention Act of 1990 (7 U.S.C. §6704) by authorizing \$6 million annually between FY2014 and FY2018 to support the Office of International Forestry

			report on June 12, 2013 (H.Rept. 113-92, Part III); vote in House fails on June 20, 2013	
H.R. 2023	Capps	Climate Change Health Protection and Promotion Act	Introduced on May 16, 2013; referred to the House Committee on Energy and Commerce	Directs the Secretary of Health and Human Services to publish a strategic plan to assist health professionals to prepare and respond to the impacts of climate change on public health in the United States and other nations; establishes a science advisory board to provide related advice and recommendations; calls for a report from the National Research Council that assesses the needs of health professionals to respond to climate change impacts
H.R. 2081	Thornberry	No More Excuses Energy Act of 2013	Introduced on May 21, 2013; referred to multiple committees	Amends the Clean Air Act (42 U.S.C. §7601 et seq.) by modifying the definition of “air pollutant” to not include GHGs; prohibits EPA from regulating or taking action to address GHG emissions
H.R. 2368	McNerney	Grants for Renewable Energy Education for the Nation (GREEN) Act	Introduced on June 13, 2013; referred to the House Committee on Education and Workforce	Authorizes the Secretary of Education to award grants to develop programs of study in climate change mitigation and adaptation, among other areas.
H.R. 2498	Loeb sack	Agriculture Reform, Food, and Jobs Act of 2013	Introduced on June 25, 2013; referred to the House Committee on Agriculture	Amends the Global Climate Change Prevention Act of 1990 (7 U.S.C. §6704) by extending appropriation authority for the Office of International Forestry from FY2012 to FY2018; directs the Secretary of Agriculture to revise the strategic plan for forestry inventory (16 U.S.C. §1642) by describing needs to address, among other issues, information on renewable biomass supplies and carbon stocks at the local, state, regional, and national level; establishes the Regional Conservation Partnership Program, which allows for the “enhancement of carbon sequestration” as an “eligible activity;” directs the Secretary of Agriculture to provide scientific information for pulse crops, such as research on improving nitrogen fixation to reduce the carbon and energy footprint of agriculture
H.R. 2553	DeLauro	National Infrastructure Development Bank Act of 2013	Introduced on June 27, 2013; referred to multiple committees	Establishes a National Infrastructure Development Bank to support infrastructure projects; multiple factors determine project funding, including reduction in GHG emissions

H.R. 2601	Pallone	Beach Act of 2013	Introduced on June 28, 2013; referred to the House Committee on Transportation and Infrastructure	Directs the Administrator of EPA to conduct a study on the long-term impact of climate change on pathogenic contamination of coastal recreation waters
H.R. 2610	Latham	Transportation, Housing and Urban Development, and Related Agencies Appropriations Act, 2014	Introduced on July 2, 2013; reported by the House Committee on Appropriations on July 2, 2013 (H.Rept. 113-136)	Prohibits federal funds from being used to implement the aviation activities pursuant to the European Union Emission Trading System
H.R. 2641	Marino	Responsibly And Professionally Invigorating Development (RAPID) Act of 2014	Introduced July 10, 2013; reported by the House Committee on Judiciary on February 27, 2014 (H.Rept. 113-363); passed House on March 6, 2014	Prohibits a lead agency from using the social cost of carbon in an environmental review or decision-making process
H.R. 2642	Lucas	Federal Agriculture Reform and Risk Management Act of 2013	Introduced on July 10, 2013; passed House on July 11, 2013; S. 954 passed Senate on July 18, 2013; signed by the President February 7, 2014 (P.L. 113-79) ^a	Amends the Global Climate Change Prevention Act of 1990 (7 U.S.C. §6704) by reauthorizing the Office of International Forestry through FY2018 to receive such sums as necessary subject to appropriations; directs the Secretary of Agriculture to revise the strategic plan for forestry inventory (16 U.S.C. §1642) by describing needs to address, among other issues, information on renewable biomass supplies and carbon stocks at the local, state, regional, and national level
H.R. 2685	McNerney	Smart Grid Advancement Act of 2013	Introduced on July 11, 2013; referred to the House Committee on Energy and Commerce	Directs EPA and Department of Energy to each prepare analyses of, among other things, energy saving and GHG emission reductions associated with assessments of Energy Star products
H.R. 2855	Granger	Not provided	Introduced on July 30, 2013; reported by the House Committee on Appropriations on July 30, 2013 (H.Rept. 113-185)	Eliminates appropriations to several international funds, including the Strategic Climate Fund and the Clean Technology Fund ^b
H.R. 2863	Payne	Growing Responsible Energy Efficient Neighborhoods Jobs Act of 2013	Introduced on July 30, 2013; referred to the House Committee on Financial Services	Amends the Community Development Banking and Financial Institutions Act of 1994 (12 U.S.C. §4707) by authorizing financial assistance to support “green jobs,” which the bill defines as those that, among other things, reduce GHG emissions

H.R. 2948	Matheson	Transparency in Regulatory Analysis of Impacts on the Nation Act of 2013	Introduced on August 1, 2013; referred to the House Committee on Energy and Commerce and Committee on Transportation and Infrastructure	Directs the President to establish a Committee to analyze certain EPA regulatory activities, including specific emission standards and rules intended to address climate change; the Committee is to examine various economic impacts from the regulatory activity, solicit public comments, and submit the analyses to Congress
H.R. 3033	Latta	Energy Security and Employment Act	Introduced on August 2, 2013; referred to multiple committees	Prohibits the federal government (with some exceptions) from promulgating or implementing regulations that control GHG emissions
H.R. 3042	Murphy	Taking Hold of Regulations to Increase Vital Employment In Energy Act	Introduced on August 2, 2013; referred to the House Committee on Oversight and Government Reform and Committee on the Judiciary	Prohibits federal agencies from using the social cost of carbon to incorporate benefits of carbon dioxide emission reduction in regulatory analysis
H.R. 3140	Capito	Ensure Reliable and Affordable American Energy Act of 2013	Introduced on September 19, 2013; referred to the House Committee on Energy and Commerce	Amends the Clean Air Act to prohibit EPA from promulgating regulations that would address carbon dioxide emissions at fossil fuel electric generating unit unless a “sufficient number” of nations establish analogous requirements
H.R. 3355	Guthrie	Reducing Employer Burdens, Unleashing Innovation, and Labor Development Act of 2013	Introduced on October 28, 2013; referred to multiple committees	Prohibits EPA from using a social cost of carbon estimate in energy-related rulemakings that are estimated to cost more than \$1 billion
H.R. 3563	Langevin	Federal Employees Responsible Investment Act	Introduced on November 20, 2013; referred to the House Committee on Oversight and Government Reform	Provides for a Corporate Responsibility Stock Index Fund within the Thrift Savings Plan; one of the criteria for selecting the index is environmental practices, including GHG emissions and contribution to climate change
H.R. 3702	Kingston	Refinery Regulatory Reduction Act of 2013	Introduced on December 11, 2013; referred to the House Committee on Energy and Commerce	Delays the effective date of an EPA rulemaking that would addresses GHG emissions at petroleum refineries until (1) EPA submits a report describing the rule’s impacts and (2) Congress enacts legislation setting the rule’s effective date

H.R. 3727	McKinley	Keep the EPA Honest Act of 2013	Introduced on December 12, 2013; referred to the House Committee on Energy and Commerce	Prohibits EPA from proposed CO ₂ emission standards for existing electric generators until the agency has finalized CO ₂ emission standards for new electric generators
H.R. 3826	Whitfield	Electricity Security and Affordability Act	Introduced on January 9, 2014; reported by the House Committee on Energy and Commerce on February 28, 2014 (H.Rept. 113-365); passed by the House on March 6, 2014	Prohibits EPA from issuing a rule that would establish GHG performance standards at electric generators unless specific conditions are met; such a rule cannot take effect without the enactment of subsequent legislation specifying the effective date
H.R. 3895	Duncan	Energy Exploration and Production to Achieve National Demand (EXPAND) Act	Introduced on January 16, 2014; referred to multiple committees	Amends the CAA by explicitly excluding carbon dioxide from the definition of “air pollutant”
H.R. 3963	Huffman	Federal Leadership in Energy Efficient Transportation (FLEET) Act of 2014	Introduced on January 29, 2014; referred to the House Committee on Oversight and Government Reform and Committee on Energy and Commerce	Directs the Postmaster General to develop guidelines that would upgrade the carbon dioxide emission standards and fuel economy for the fleet of Postal Service vehicles
H.R. 4159	Johnson	America Competes Reauthorization Act of 2014	Introduced on March 6, 2014	Amends the Department of Energy Organization Act (42 U.S.C. §7139) by modifying the duties of the Department of Energy Office of Science to specifically include climate research and modeling activities

Senate Proposals

S. 10	Reid	Agriculture Reform, Food, and Jobs Act of 2013	Introduced on January 22, 2013; referred to the Senate Committee on Agriculture, Nutrition, and Forestry	Amends the Global Climate Change Prevention Act of 1990 (7 U.S.C. §6704) by authorizing \$10 million annually between FY2014 and FY2018 to support the Office of International Forestry
S. 17	Vitter	Energy Production and Project Delivery Act of 2013	Introduced on February 27, 2013; referred to the Senate Committee on Energy and Natural Resources	Amends the Endangered Species Act (16 U.S.C. §1539) to prohibit the consideration of the impacts of climate change on fish, wildlife, or plant species during the implementation of the act
S. 106	Vitter	Public Access to Historical Records Act	Introduced on January 23, 2013; referred to the Senate Committee on Commerce, Science, and Transportation	Directs the National Aeronautics and Space Administration to establish an official dataset of the historical temperature record; requires climate researchers to use this dataset as at least one of their

				primary sources of historical temperatures, in order to receive federal funding for their climate research
S. 107	Vitter	Not provided	Introduced on January 23, 2013; referred to the Senate Committee on Environmental and Public Works	Prohibits EPA or other federal agencies from issuing regulations or taking other action that requires carbon dioxide emission reductions until China, India, and Russia have implemented comparable measures
S. 163	Vitter	Not provided	Introduced on January 28, 2013; referred to the Senate Committee on Environmental and Public Works	Prohibits EPA and other federal agencies from regulating or taking other action that requires carbon dioxide or <i>GHG emission</i> reductions until China, India, and Russia have implemented comparable measures
S. 332	Sanders	Climate Protection Act of 2013	Introduced on February 14, 2013; referred to the Senate Committee on Environment and Public Works	Establishes a fee on fossil fuels based on the material's carbon dioxide (and methane) content See details in Table 3 below
S. 360	Udall	Public Lands Service Corps Act of 2013	Introduced on February 14, 2013; reported by the Senate Committee on Energy and Natural Resources on September 10, 2013 (S.Rept. 113-101)	Amends the Public Lands Corps Act of 1993 (16 U.S.C. §1721 et seq.) by modifying the conservation projects program to include projects that “enhance adaptability and resilience of eligible service lands and resources to climate change”
S. 387	Rockefeller	American Infrastructure Investment Fund Act	Introduced on February 26, 2013; referred to the Senate Committee on Commerce, Science, and Transportation	Establishes the American Infrastructure Investment Fund to finance projects that, among other objectives, improve the environmental sustainability of a national or regional transportation network, which is partially measured by reduction in GHG emissions; GHG emission reduction is a factor in project funding decisions
S. 570	Bennet	Clean Energy Race to the Top Act of 2013	Introduced on March 14, 2013; referred to the Senate Committee on Finance	Establishes a grant program in the Department of Energy to support clean energy and carbon reduction measures, including participation in a regional GHG reduction program
S. 839	Nelson	Coral Reef Conservation Amendments Act of 2013	Introduced on April 25, 2013; referred to the Senate Committee on Commerce, Science, and Transportation	Directs the Administrator of the National Oceanic and Atmospheric Administration to address climate change in a national coral reef ecosystem action strategy
S. 923	Udall	Balancing Food, Farm, and the Environment Act of 2013	Introduced on May 9, 2013; referred to the Senate Committee on Agriculture, Nutrition, and Forestry	Amends the Food Security Act of 1985 (16 U.S.C. §3839aa) by altering the stated purposes of the environmental quality incentives program to include

S. 954	Stabenow	Agriculture Reform, Food, and Jobs Act of 2013	Introduced on May 14, 2013; reported by the Senate Committee on Agriculture, Nutrition, and Forestry on May 14, 2013 (S.Rept. 113-88); passed the Senate June 10, 2013 (see H.R. 2642, which became P.L. 113-79 on February 7, 2014)	support for climate change adaptation; establishes a regional conservation partnership program that, among other elements, encourages producers to employ practices/systems that mitigate climate change effects
S. 1202	Whitehouse	Safeguarding America's Future and Environment (SAFE) Act	Introduced on June 20, 2013; referred to the Senate Committee on Environment and Public Works	Amends the Global Climate Change Prevention Act of 1990 (7 U.S.C. §6704) by extending appropriation authority for the Office of International Forestry from FY2012 to FY2018; directs the Secretary of Agriculture to revise the strategic plan for forestry inventory (16 U.S.C. §1642) by describing needs to address, among other issues, information on renewable biomass supplies and carbon stocks at the local, state, regional, and national level; establishes the Regional Conservation Partnership Program, which allows for the "enhancement of carbon sequestration" as an "eligible activity;" directs the Secretary of Agriculture to provide scientific information for pulse crops, such as research on improving nitrogen fixation to reduce the carbon and energy footprint of agriculture
S. 1205	Franken	Local Energy Supply and Resiliency Act of 2013	Introduced on June 20, 2013; referred to the Senate Committee on Energy and Natural Resources	Directs the President to establish a Natural Resources Climate Change Adaptation Panel, comprised of federal agency officials and State and tribal representatives; requires the panel to adopt a climate adaptation strategy; creates a science advisory board to advise the panel on related issues; establishes a National Climate Change and Wildlife Science Center within the U.S. Geological Survey to develop means of addressing climate change impacts; requires federal agencies on the panel to prepare natural resource adaptation plans; provides adaptation funding (through existing programs) to states if they develop adaptation plans
				Directs the Secretary of Energy to establish a technical assistance program to support energy infrastructure activities; the Secretary shall prioritize projects based on several factors, including minimizing environmental impacts, such as GHG emissions; reducing GHG emissions is a stated purpose of the bill

S. 1324	Barrasso	National Energy Tax Repeal Act	Introduced on July 18, 2013; referred to the Senate Committee on Environment and Public Works	Prohibits a federal agency from promulgating regulations relating to power sector carbon pollution standards unless specifically authorized by Congress
S. 1372	Leahy	Department of State, Foreign Operations, and Related Programs Appropriations Act, Fiscal Year 2014	Introduced on July 25, 2013; reported by Senate Committee on Appropriations on July 25, 2013 (S.Rept. 113-81)	Appropriates funds to support international climate change activities, including adaptation efforts and support for the International Panel on Climate Change
S. 1508	Cardin	Water Infrastructure Resiliency and Sustainability Act of 2013	Introduced on September 17, 2013; referred to the Senate Committee on Environment and Public Works	Authorizes EPA to establish a grant program for water systems that, among other objectives, would increase their adaptability; the receipt of funds is subject to several conditions, including that a modified, replaced, or newly constructed water system not increase net greenhouse gas emissions
S. 1536	Flake	Agency PAYGO Act of 2013	Introduced on September 23, 2013; referred to the Senate Committee on Environment and Public Works	Requires the EPA Administrator to include in any proposed rule that limits GHG emissions and imposes increased costs on other federal agencies an offset from funds available to the Administrator for all projected increased costs that the proposed rule would impose on other federal agencies
S. 1548	Durbin	Haiti and Armenia Reforestation Act of 2013	Introduced on September 25, 2013; referred to the Senate Committee on Foreign Relations	Authorizes the President to provide financial assistance to Haiti and Armenia to, among other objectives, reduce deforestation and improve rates of reforestation
S. 1746	Whitehouse	Federal Employees Responsible Investment Act	Introduced on November 20, 2013; referred to the Senate Committee on Homeland Security and Governmental Affairs	Provides for a Corporate Responsibility Stock Index Fund within the Thrift Savings Plan; one of the criteria for selecting the index is environmental practices, including GHG emissions and contribution to climate change
S. 1905	Manchin	Electricity Security and Affordability Act	Introduced on January 9, 2014; referred to the Senate Committee on Environment and Public Works	Prohibits EPA from issuing a rule that would establish GHG performance standards at electric generators unless specific conditions are met; such a rule cannot take effect without the enactment of subsequent legislation specifying the effective date

Source: Prepared by CRS.

- a. For further information, see CRS Report R43076, *The 2014 Farm Bill (P.L. 113-79): Summary and Side-by-Side*, coordinated by Ralph M. Chite.
- b. For further information on these funds, see CRS Report R41302, *International Climate Change Financing: The Climate Investment Funds (CIFs)*, by Richard K. Lattanzio.

Table 3. Comparison of Selected Market-Based, Carbon Price Programs

Proposals in the 113th Congress Compared to Existing State and International Programs

Program	Start Date	Scope	Emission Reduction Targets	Expected or Observed Prices	Distribution of Revenue or Allowance Value
S. 332	2014 or 180 days after enactment	<p>Establishes a fee on coal, petroleum, and natural gas based on the material's carbon dioxide (and methane) content, as determined by EPA</p> <p>This fee would address between 79% and 85% of U.S. GHG emissions, depending on which sources are subject to the fee^a</p> <p>A carbon equivalency fee would apply to imports of carbon pollution-intensive goods</p>	A short-term target (e.g., 2020) is not provided, but the bill lists a goal of GHG emissions at 80% below 2005 levels by 2050	The fee would start at \$20/ton CO ₂ and increase by 5.6% each year for 12 years; after that time, the fee remains flat, but is subject to further evaluation in an EPA report to Congress	<p>60% distributed to EPA to provide monthly rebates to legal residents</p> <p>40% finances a trust fund that distributes the following amounts annually for 10 years:</p> <ul style="list-style-type: none"> -\$7.5 billion to mitigate economic impacts of Energy Intensive Trade Exposed (EITE) industries (25% must be energy efficiency investments in EITE industries) -\$5 billion to support the Weatherization Assistance Program -\$1 billion for job training and transition assistance -\$2 billion for Advanced Research Projects Agency-Energy <p>Any remaining funds in the trust fund are applied to deficit reduction</p> <p>Revenues from the carbon equivalency fee on imports:</p> <ul style="list-style-type: none"> 50% to EPA to distribute to state/local programs for adaptation, infrastructure improvement, and environmental protection 50% to the Department of Transportation to support state/local critical infrastructure and transportation projects that reduce vehicular traffic

Program	Start Date	Scope	Emission Reduction Targets	Expected or Observed Prices	Distribution of Revenue or Allowance Value
Regional Greenhouse Gas Initiative (RGGI) ^b	2009	<p>A cap-and-trade system that covers CO₂ emissions from electric generators (above 25 Megawatts) in the nine RGGI states^c</p> <p>Covered emissions account for approximately 22% of all GHG emissions in the RGGI states^d</p> <p>In 2014, the RGGI states reduced their overall cap by 45% to match 2012 emission levels; between 2015 and 2020, the cap will decline by 2.5% each year</p>	<p>The initial objective of the cap was to stabilize CO₂ emissions for several years (2009-2014) at the expected 2009 levels (based on 2005 assumptions), and then decrease them by 10% from the 2009 level by 2019</p>	<p>The March 5, 2014, auction clearing price was \$4.00/tCO₂</p> <p>Auction clearing prices have ranged from \$1.86/tCO₂ to \$4.00/tCO₂</p>	<p>RGGI states (as a group) have contributed the majority of the emission allowance value (65%) to support energy efficiency, renewable energy, or other climate-related efforts</p>
California ^e	2013	<p>A cap-and-trade system that applies to multiple GHG emissions from electric generators and importers (emitting above 25,000 metric tons) and large industrial facilities; in 2015, applies to fuel distributors; eventually covers approximately 85% of California's GHG emissions</p> <p>The cap-and-trade program is part of an overall goal of reducing California GHG emissions to 1990 levels by 2020</p>	<p>The 2013 cap set at 2% below levels projected for 2012; declines by 2% in 2014 and 3% each year between 2015 and 2020</p>	<p>Auction price floor initially at \$10/tCO₂e, increasing annually by 5% + inflation</p> <p>A limited number of reserve allowances sold at tiered pricing, up to \$50/tCO₂e; tiers increase by 5% + inflation</p> <p>In the most recent auction (February 19, 2014),^f the settlement price was \$11.48/tCO₂e</p>	<p>In 2015 (when all covered sectors are subject), approximately 23% of allowance value is distributed to electrical distribution utilities (to benefit consumers); other allocation percentages are uncertain at this time</p>

Program	Start Date	Scope	Emission Reduction Targets	Expected or Observed Prices	Distribution of Revenue or Allowance Value
European Union Emissions Trading Scheme (EU ETS) ^g	2005	<p>A cap-and-trade system that covers CO₂ emissions from 10,000 energy-intensive facilities across the 27 EU Member countries, including electric generating facilities, and as of 2012, aviation emissions</p> <p>Covered entities emit about 45% of the EU's CO₂ emissions</p> <p>Several EU countries levy taxes or fees on emissions from sectors or sources of emissions not covered by the EU ETS^h</p>	21% below 2005 levels by 2020	The emission allowance price in the EU ETS is subject to market forces and has ranged from over €30 to less than €1. On March 11, 2014, the allowance price was €6.81 ⁱ	<p>In 2013, 40% of allowances sold at auction, the rest are distributed at no charge to covered entities</p> <p>At least 50% of auction revenues “should be used to combat climate change in Europe or other countries.”^j</p>
Australia ^k	2012	<p>A tax covers emissions of CO₂, methane, and nitrous oxide from facilities that emit over 25,000 tCO₂e per year; facilities must purchase carbon permits based on annual emissions or permits acquired through other means.</p> <p>Natural gas retailers are subject based on gas supplied to customers</p> <p>Covers perfluorocarbon emissions from the aluminum sector</p>	Overall goal to reduce to 5% below 2000 GHG emission levels by 2020 ^l	In 2012 the price for facilities is \$24/tCO ₂ e, increasing 2.5% each year	Over 50% of the revenues distributed (directly or indirectly) to households; approximately 40% of revenues used to provide transition assistance to industry

Source: Prepared by CRS.

- a. For a discussion of different options for imposing the fee, see Appendix A in CRS Report R42731, *Carbon Tax: Deficit Reduction and Other Considerations*, by Jonathan L. Ramseur, Jane A. Leggett, and Molly F. Sherlock.
- b. For more details, see CRS Report R41836, *The Regional Greenhouse Gas Initiative: Lessons Learned and Issues for Policymakers*, by Jonathan L. Ramseur.
- c. New Jersey participated in the program from 2009 through the end of 2011. See <http://rggi.org/design/history/njparticipation>.
- d. Based on 2009 data from World Resources Institute, Climate Analysis Indicators Tool (CAIT US) Version 5.0, 2012, at <http://cait.wri.org>.
- e. For further details, see the Air Resources Board website at, <http://www.arb.ca.gov/cc/capandtrade/capandtrade.htm>.
- f. In the November 14, 2012 auction, the settlement price was \$10.09; in the February 19, 2013 auction, the settlement price was \$13.62.
- g. For more details, see CRS Report R42392, *Aviation and the European Union's Emission Trading Scheme*, by Jane A. Leggett, Bart Elias, and Daniel T. Shedd.
- h. The nations include Finland, Sweden, Norway, Denmark, and the United Kingdom.

- i. See e.g., <http://www.eex.com>.
- j. See http://ec.europa.eu/clima/policies/ets/cap/auctioning/index_en.htm.
- k. There has been recent interest in repealing the carbon tax. For more up-to-date details see Australian Government, Department of the Environment, at <http://www.climatechange.gov.au/>.
- l. This reduction goal involves other climate-related policies described in Australia's 2011 Climate Change Plan.

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